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HUMAN SETTLEMENTS DEVELOPMENT: THE THIRD WORLD'S IMPACT ON CANADA

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PREFACE

The University of Winnipeg was the location of a major national urban studies conference, hosted by the Institute of Urban Studies in August 1985. The "Canadian Urban Studies Conference" addressed the general theme of "The Canadian Urban Experience - Past and Present." More than ninety specialists spoke during forty separate sessions on such topics as housing and the built environment, economic and community development, planning and urban form, women and the urban environment, and urban government and politics.

This publication is a result of the Canadian Studies Conference. The Institute of Urban Studies is publishing many of the papers presented at the conference in the Institute's publication series. Some of the papers will also appear in the scholarly journal, the Urban History Review/ Revue d'histoire urbaine and in book form.

This conference repersented a major effort on the part of the Institute of Urban Studies in terms of fulfilling its role as a national centre of excellence in the urban sutdies and housing fields.

Alan F.J. Artibise
Director.

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1.0 INTRODUCTION

In international affairs, 1972 marked the turning point at which countries of the world agreed that radical measures would be necessary to combat the serious deterioration of the environment. That year, most of the nations of the world gathered together at the Stockholm conference to map out a strategy to address the real issues related to pollution, resource depletion and ecological imbalance.

It was also realized at that conference, however, that it is the man-made environment which is the principle cause of deterioration in the quality of life. In 1976 another United Nations conference, known as Habitat and organized to focus on settlement issues, was held in Vancouver. This conference was of special significance for Canadians because of the very considerable effort made by the Canadian government and the Canadian NGO community in hosting the arrangements.

Although the conference was not the type to grab the interest of the media, it did grapple with the very real issues which confront us, issues which were clearly stated by Barbara Ward, who shaped the perspectives which were to direct the deliberations of the conference. As she stated at that time in her book "Human Settlement: Crisis and Opportunity," the urban population alone will increase by over 1 billion people by the year 2000, requiring that more buildings and services be constructed in the next 25 years than have been constructed in all past history. Current U.N. figures indicate that the urban population of the Third World is growing at the phenomenal rate of 5.4% per year. It must be appreciated that much of this growth results not from natural population increase, but from rural to urban migration.

2.0 MIGRATION

San Paulo is growing at the rate of 500,000 people per year. Dar-es-Salaam is doubling in population every 7 years. Mexico City's current population of nearly 20 million will exceed 30 million in just 15 years. In the tiny country of Lesotho, surrounded by South Africa, the urban population is growing at the annual rate of 16 per cent. New Delhi has quadrupled in population during the past 30 years.

This rate of urban population growth, and its effect on the size of metropolitan centres is one thing, but the constituency of the population is something else. In many large cities of the Third World, over 50 per cent of the population is made up of illegal squatters whose settlements are almost totally devoid of water, sanitation, public health services and the basic infrastructures required to maintain a reasonable standard of living. In addition, because they are illegal squatters, they are continually threatened by the bulldozer, and the destruction of their meagre environment.

There are two other forms of migration, however, which are causing severe political problems. Currently, there are over 20 million migrant workers and their families who annually cross international boundaries to find work. Very close to home, the U.S. government is presently having to pass special legislation, and set up expensive and complicated regulatory mechanisms to control the flow of illegal immigrants across its southern border from Mexico and Central America. The real problem, however, is not migration but poverty, and it will not be solved by border controls and regulations, but only by cooperative programs for developments to the particular advantage of the poor, between neighbouring countries. Poverty also affects the lives of another 20 million refugees who have been displaced from their homelands by war and civil strife.

The United Nations' 1983 World Population Trends and Policies Monitoring Report summarized the effects of population pressures on world development under the following 3 points:

1. High levels of internal migration will increase the adverse urban-rural population balance, and lead to overcrowding, housing shortages and increased unemployment in cities.

2. Pressures will increase for expanded international migration which will create problems for receiving and sending countries. Migration selects the most capable workers, creates a dependence on remittances for foreign exchange and leads to political strains with receiving countries.

3. Rapid population growth will put pressure on limited resources that might otherwise be used for economic development.

2.1 Effects on Development and Growth

The 3 kinds of migration, namely rural to urban migration, international migration, and refugee migration, all stemming from increasing poverty, are having a profound effect upon the development and growth of cities throughout the world, including the cities of Canada. To think of urban development in exclusive terms of economic growth and industrial expansion is to totally misunderstand the nature of the process that is taking place. If those engaged in the profession of urban planning conceive of their responsibilities in these terms, instead of in social terms related to improvements in the quality of the physical and spacial environments, then such service to the vast urban community will indeed be out of context with the real needs of all classes of people.

By and large, most Canadian cities fail to live up to our expectations. In the developed countries, the middle class is able to escape the worst effects of urbanism, by fleeing, with the help of the motor car,

to the suburbs, leaving the urban core to rot and decay. Even so, pollution, crime, noise, alcoholism and many forms of social tension are inducing a heavy toll on urban populations as they strive to find better solutions to living. As Barbara Ward again says, as tourists, we flock to the pre-industrial cities of Royal London, or the Paris of the Louvre. But we do not go to Pittsburg or Manchester or Yokohama. Fundamentally the modern West has failed to produce a humane and quality urban environment. This failure should be of real concern particularly to the likes of many of us involved in the process of urban development.

Urban centres in the Third World are much worse off than those in developed countries. They are growing not just because of the pull of industrial growth, but because of the push resulting from the failure of the rural environment to sustain a reasonable quality of life. Following the model of the West, agriculture in the Third World has been exploited to fuel high rates of industrial development which by and large hasn't taken place. Because social services are almost non-existent in so many countries, and because government controlled agricultural pricing mechanisms have been biased to the benefit of the urban populations, much of the rural population cannot survive. When government agricultural policy results in using the best lands for the production of non-food crops such as sugar, rubber, tobacco, tea and coffee, is it any wonder that massive food imports, using difficult to earn hard currency are necessary to stave off starvation and social unrest.

In 1976, at the Vancouver Habitat Conference, many of the world's leaders and experts met to discuss these issues and to devise a strategy for dealing with them. By and large the rhetoric was successful. The problems of urban growth were recognized. Mechanisms for dealing with identified problems were devised. The United Nations formed the Commission for Human Settlements with its centre located in Nairobi. Annual sessions of the Commission have been held throughout the world which have further developed strategies to deal with critical issues. Last year's session

held in Libreville, Gabon, with considerable input from Canada, and the Centre for Human Settlements at the University of British Columbia, dealt with the matter of the training of personnel required to design, implement and operate human settlement programs.

3.0 PLANS AND STRATEGIES FOR DEVELOPMENT

Fundamentally, the Vancouver Habitat conference recommended that all countries take immediate measures to formulate national strategies and plans for the development of human settlements. Such plans, it was recommended, should be formulated under the 6 basic headings of:

1. Settlement policies and strategies
2. Settlement planning
3. Shelter, infrastructures and services
4. Land
5. Public participation
6. Institutions and management.

The Centre for Human Settlements in Nairobi is in the process of promoting the need, particularly amongst Third World countries, to formulate national plans for human settlement development, and to allocate the necessary resources to carry out such programs. Many international donor agencies, including CIDA, and the World Bank have offered financial and technical assistance to help in this process. Land and Public Participation will be discussed particularly as they relate to the Canadian situation.

3.1 Land and Public Participation

The Third World is following the Western model of industrial development, economic expansion and urban growth. As in the West, most resources

are allocated to fulfill these objectives in the belief that prosperity will flow to all. In fact, particularly in the Third World, it is now recognized even by the World Bank that adherence to this model is resulting in a growing gap between rich and poor. This fact may not be so apparent in the West, but growing unemployment, and our failure to be able to finance once enjoyed levels of social services should tip us off to the fact that something is wrong.

In the Third World, however, there really is no question of most countries in Africa and Asia ever being able to reach our level of development, through promotion of the modern sectoral concept of development. In fact, the huge informal sector, wherein people utilize their own non-professional resources is the only mechanism by which most people can survive and develop. Critical to the successful operation of the informal sector is the function of land, and the participation of people in their own development. Of particular interest to Canadians should be the recent release of the book "The Informal Economy," produced by the Vanier Institute for the Family, which deals with this critical issue.

In a few progressive Third World countries such as Botswana, Indonesia and Sri Lanka, urban squatters are being given the right to the use of the land, and basic urban services such as water and pit latrines are being installed through government programs. These two measures alone remove a great deal of risk from the daily living of the poor, and thereby conditions are created which encourage people to use their own resources to meet their humble aspirations.

Public participation at the community level is also encouraged, utilizing the non-professional skills of the people of the community to solve their own problems. This is not the case in Haiti for instance where an extremely hostile political regime makes it virtually impossible for the local people to take any initiative. However, scores of foreign

funded non-governmental agencies are helping people at the community level to take part unobtrusively in their own development, without the involvement of government.

Comparably, however, what is the situation in Canada? Of course, Canada does not have squatters. But the sky-rocketing price of land has militated very severly against the ability of the poor to enjoy a reasonable standard of living. Rent controls are perceived by the private sector as being a deterant to new house construction, but many governments can find no other effective way to keep the situation in check.

Worse than this, however, the Canadian poor are continually displaced, particularly in urban centres, by new commercial and gentrification developments. This process contributes toward the sharp increases in the cost of rental accommodation. Fundamentally therefore, unlike many developing countries, we have yet to appreciate that security of land tenure is absolutely necessary to the poor if their limited resources are to make a more meaningful contribuiton to the life of the community. Without security of land tenure, Canada like many other countries will be unable to solve the problem of poverty, and housing for the poor.

The same can be said for public participation. Public participation in matters pertaining to urban change and development is considered undemocratic by too many politicians and municipal administrators. Some expound that only elected representatives should have any say in urban development and are bitterly opposed to political action taken by local action groups. Canadian governments at all levels find it extremely difficult to involve citizens at the community level in the developmental process, mostly because provincial and municipal governments are committed to short term revenue generating projects submitted by developers. Development on raw agricultural land nets the quickest return on investment, particularly if development consists of a very few elements, preferably

housing, or an industrial estate. To develop a completely integrated community incorporating a great number of housing types, and including local shopping and service facilities, schools, day care centres and even small industry takes much more time to develop because more of the end-users will be involved in the planning process.

Needless to say, the professions, planners, architects, engineers, economists and real estate interests make no value judgements when they are retained. They perceive of their responsibilities in direct relation to the interests of their clients.

Some professionals in Canada are starting to realize that the Canadian and Western approach to development as defined in narrowly economic terms is running exactly counter to good spacial development, designed to improve the quality of life, and is certainly counter to many of the principles now being implemented in developmental programs in the Third World.

3.2 Integrated Programming

Firstly, much settlement development in the Third World is integrated in that all the basic sectors are incorporated into one program. Land use planning, settlement planning, architecture, infrastructural and service engineering, social and economic planning, as well as institution building and training may all be incorporated into one program, requiring a complete multi-disciplinary approach to development. Such an approach stretches the resources of consultants who often must form consortia in order to provide the range and depth of service required.

Secondly, programs are designed to meet basic criteria required to meet the needs of the poor. Security of land tenure is provided for all the poor families. There is an emphasis on providing infrastructures

at affordable standards which can be operated with minimal or no subsidies. The use of local non-professional labour and services is encouraged, with an emphasis on labour intensive methods. Local traditions in building and community development are utilized and the people of each community are encouraged to take part in the design, implementation and operation of each project.

The hundreds of Canadian professionals who take part in such programs are functioning almost completely outside of the experience and training they gain in Canada. Sociologists, engineers and economists are required to work together on the same project, in the pursuit of common aims, perhaps for the first time in their lives, and in a cultural and political climate quite foreign to their own, requiring an open mind and a commitment to new ideas.

For example, the socialist government of Sri Lanka is politically committed to becoming self-sufficient in rice production. It is also committed to labour intensive production, particularly in agriculture so as to increase employment, and to reduce the pressure on the urban centres. Since the 1960s and in support of these objectives, it launched a 4 billion dollar program to irrigate the dry eastern part of the island and thereby open it up to new settlements, for the production both of paddy rice and upland mixed crops.

This program is now in high gear, so much so that manpower resources have become extremely short. The Canadian government was invited to fund a program to completely design and supervise the construction of a dam and settlement program, to settle over 250,000 people. The dam and reservoir have already been constructed and the settlement program is now beginning. The Canadian consultant is required to field an integrated team of land planners, agricultural economists, architects and engineers, sociologists, environmentalists, educationalists and trainers and many more types of experts to carry out this program.

The program has been developed based upon the concepts outlined above. Initially much time and study will be required just to encourage the Canadians to work cooperatively together, across this host of disciplines, and also in cooperation with their Sri Lankan professional counterparts.

Virtually none of the Canadian professionals gained any of the requisite experience in Canada, nor training in Canadian institutions. Almost all their experience comes from the Third World. They must contend with the growing of rice under tropical conditions, with the requirement to construct reservations to control a herd of 300 wild elephants, with a peasant culture that lives at a very low standard of living, with an oriental culture which is very different from our own, and with a government which puts little store on the kind of laissez-faire economy common to Canada.

As this example from Sri Lanka illustrates, the interesting fact is that scores of Canadians are taking part in a developmental process, in Third World countries, which is almost totally foreign to their own training and experience in Canada. Canadian professionals serving overseas are increasingly being called upon to give guidance and leadership in a developmental model which is foreign to their own country and culture.

3.3 Education

This conference is being held in a university and so it may be appropriate to comment on the responsibility of the university for the training of personnel who can effectively function in this new and challenging environment of development. A colleague Peter Oberlander, Director of the Centre for Human Settlements at UBC, who is very much involved in the training of human settlement personnel, estimates that in the next 50 years, the professionals involved in human settlements programs are likely to spend one third of their professional careers on projects in the

Third World. Yet there is not one university in Canada today which fits Canadian professionals to work on an inter-disciplinary team as described. There is not one Canadian university today which, as part of its undergraduate program, trains future Canadian professionals for part of the time in universities of the Third World. Just the converse. Canadian universities continue to put strong pressure on the Canadian government to bring an increasing number of Third World students to Canadian institutions, where their studies, as related to the human settlements sciences will be largely irrelevant to their home environments.

The great shame of much of our aid programs with the Third World, as it relates to Canadian universities is that training and education has led to the greatest brain-drain in history. Much of the Third World is not ready for our sophisticated level of education. In countries bordering on the Sahel, where hundreds of thousands of people are starving to death, where 50 per cent of the children die by the age of 5, where longevity hovers around 45 years, and where hundreds of thousands of acres of land a year are being blown away by desert winds every year, university education needs to be geared to produce professionals who are trained and prepared to deal with these critical issues. Canadian students should be trained in Third World institutions so that they can lend their skills to helping to solve such problems. It is a crime to train Third World students in subjects which will allow them to attain landed immigrant status in Canada, whereby they will never return to serve the needs of their own countries.

As most Canadians believe that every citizen has the right to develop his full potential as a human being, this is a difficult concept to deal with. But as an employee of CIDA, involved in the development of the programs outlined, it is one of my responsibilities to undertake the training of Third World personnel who will be competent to design, implement and operate far reaching programs in their home country. It is not part of my

responsibility to encourage them by what ever means, to immigrate to Canada. It is also incumbant on me to find Canadian universities who can commit themselves, through the development of relevant training programs, to meeting the same objective.

Often, the whole purpose of training must be reversed, if the training is to be relevant in the Third World. As Ghandi said, we should design our physical environments to maximum standards, not minimum standards, so that a greater percentage of the population can enjoy the resulting services. The maximum standard in a squatter settlement is a water pipe in the street, and a $200 pit latrine for each family. The Canadian civil engineer is useless if all he is committed to is state of the art in modern sewerage systems. Architectural services are useless and irrelevant if the architect is not prepared to deal with the realities of squatter settlements in the exploding cities of Africa, Asia and Latin America.

4.0 CURRENT DEVELOPMENT STRATEGIES

The fascinating thing that I have learned from having worked on Third World programs is that many of the current development strategies are increasingly applicable to Canada and developed countries. From Third World countries I am convinced that in Canada:

a) the growing number of poor must be assured some appropriate form of security of land tenure; thereby removing the cost of land from the cost of housing;

b) cities must be made to function better through provision of support for the development of more self-sufficient and self-governing communities, and in which there will be a marked increase in the use of voluntary, rather than professional services;

c) communities will be gradually modified to incorporate a host of internal community services catering to wider spectrums of the population, making it possible for more people to live and work in the same community, encouraging families to cater to the needs of the aged, instead of sending them to institutions, and reducing the flow of expensive and polluting traffic from one section of the city to another. Dormitory subdivisions should become a thing of the past;

d) all urban growth should be based on the sound socio-economic development of the surrounding region in which food production for self-sufficiency is increased, the total environment is constantly upgraded and resources are preserved and developed for future generations as well as ourselves;

e) all development, particularly in urban areas will be carried out to reduce standards so that a greater number of Canadians in all parts of the country will be able to enjoy an improvement in their quality of life, but to standards which can be upgraded as they become affordable to the total population;

f) the professions must increasingly get off the pedistal on which they have placed themselves, and get down to work with the common people and thereby help them to gain a more productive and healthy control over their own lives and environment;

g) by espousing such objectives Canadians who will have come to realize a greater sense of meaningful living, within their communities, will be impelled to leave these communities, on occasion, to work part of their careers in the Third World, and thereby contribute to a general reduction in tension between the haves and the have-nots of the world.

It was the Canadian Marshall McLuhan who described the world as a

global village. It was the first astronauts who first photographed space ship earth and showed us that it is a closed ecological system. But it was Ghandi, particularly as expressed in the latest movie, who showed to us the dignity of even the poorest of the poor, who have been denied a place of honour on this global space ship earth.

But it is Marx who has declared that if we will not modify our economic and productive systems to meet the basic needs of all our citizens, the ferment of hatred and revolt will finally overthrow our system. Such is very much the threat in Central America today. Working in the Third World has proven conclusively that as our present economic system operates, it is the cause of a widening gulf between the rich and poor of the world. We as architects and planners, economists and engineers contribute to this disasterous process every time we fail to take the social factors of development into account. War and civil tension are caused by hostility between rich and poor, particularly when the population is increasing and when resources readily available to the poor are decreasing.

It is the responsibility of the professions and the universities who teach their future members to develop concepts of training and practice which are relevant to the needs of our times. I suggest that out of great necessity, the Third World is finding answers which are relevant to our Canadian society and its institutions.

Surely relevancy is what professional service is all about today. Canada is not going to escape the implications of an increase in world population from 4 to 6 billion people in 25 years. We are not escaping from increasing global pollution which is the direct result of industrial growth and urban expansion. As the past few years have graphically illustrated, we are not in control of our economic destiny. If the banks of the Third World fail, we will all suffer. We will be required to open

our doors to the increasing number of political refugees who are fleeing from the hells of Lebanon, Chile, Uganda and Poland, all of which impinges on the rate and quality of urban development.

Future development in Canada can only take place within the context of a global perspective. The net growth of the world's population and the even higher growth rate of urban centres, limitations to the resource base, particularly water, agriculture and energy, and the phenomenal widening in the gap between rich and poor resulting from these phenomena means that all nations will have to develop a more realistic, practical and egalitarian approach to development which will be to the benefit of not only this generation, but just as importantly to those not yet born. In the 1960s economists assured us that if we could just create the right conditions, all Third World economies could take off. A few encouraging instances such as Japan, South Korea, and Singapore appeared to hold out promise. Third World elites were trained abroad and became unbued with the efficacy of the Western or socialist models. Most donor aid agencies dispensed aid in full expectation that progressive take-off of a succession of Third World countries would take place, all expectations based upon a firm belief in ever increasing economic growth.

O.P.E.C., recession and stagflation have put an end to such unrealistic dreams. It is now very clear to the Third World countries who are finally getting their feet on the ground that development will have to be based upon the efficient utilization of their own resources and to standards which are appropriate to their own situation. In particular, whereas we in Canada are still able to provide expensive subsidized contract housing for some of our poor, Third World government can only hope to create conditions such that the poor are encouraged to produce their own housing at affordable and therefore very low standards, but in such a way that these standards can be raised as individual economic circumstances allow.

5.0 LEARNING FROM THE THIRD WORLD

What can we in Canada learn from the Third World? In particular, what experience gained by Canadian professionals overseas is relevant to planning and development in Canada?

5.1 Resources

The resource base must be preserved, protected and upgraded such that it will have increasing value for future generations. All development must take place within a concept of stewardship toward all resources, and not only in the national sense, but in the global ecological sense. The killing effect of acid rain, and the need to conserve our fisheries resources across international boundaries is teaching us that development is not a national, but an international concept.

5.2 Land Tenure

In order to provide a foundation to programs designed to improve the quality of life of all people, conditions must be created whereby the poor can become part of the process of producing their own housing. To accomplish this, the poor must be assured of security of land tenure. Not to have incorporated housing for the poor in the social sector in Canada has been a sad mistake which has contributed greatly to run-away inflation. Adequate housing at affordable rates is just as important to a city's well-being as is the provision of water, sanitation and public health services. The problem as now presented to us is whether housing should be left entirely to the private sector and to market forces, or whether government should continue to impose rent controls. If land is removed from the equation, if the poor were assured security of land tenure and if conditions were created which would encourage the utilization of their own resources, the problem could more reasonably be resolved.

We forget that the poor have lots of time on their hands. They have some access to funds but have nothing much constructive to do. Yet in some areas, thousands of people are able to improve the quality of their capital assets by providing their own labour. Through companies like Beaver Lumber, Canadian Tire, etc., millions of dollars annually are spent by do-it-yourselfers who repair their cars, build cottages, fix up basements or build new cabinets. Building societies and coops make it possible for people, in like manner, to contribute their own sweat equity to house construction. This type of activity in the so-called informal economy is not accorded much importance by most economists, but it is not unlike the operation of the informal sector in the Third World, where it is vital for survival. One would expect its operation to be of increasing importance in Canada over the coming years.

To security of land tenure and sweat-equity housing must be added the need for a suitable financial package, and access to the materials and equipment required for the production of popular housing. In this way, the poor can participate directly in the process of improving their own environment. Straight subsidized contract housing should never be used to provide housing for the poor. Though it may be troublesome, cumbersome and time consuming, the poor must be encouraged, under favourable conditions to provide sweat equity in the construction or upgrading of their homes. Students as part of a major initiative should annually every summer, be employed to participate in such programs also.

I appreciate the problem that land presents to governments and developers alike. Private ownership of land is almost a tenant of the Western democratic system. So saying, speculation in the development of land causes grave concern in many quarters, particularly among those agencies committed to keeping down housing costs for the poor. By and large, however, most governments have controlled the situation to the degree that investment in land for over half of the Canadian population has been a good hedge against

inflation. A significantly high proportion of the population however, certainly up to 25 per cent have not enjoyed such protection. Most governments have been moving tentatively toward some form of land control such as land banking, subdivision controls, taxation, subsidies and the like. What is now needed is a recognition of the need for security of land tenure for the poor. The complete control of land purchases by government is not necessary. But it is absolutely imperative that the cost of land be removed from the housing equation for the poor. Land speculation is not the primary problem. If governments will accept the dual principles of security of land tenure followed by sweat equity, then the resources of the poor would be harnessed to solve their own housing problems. This is the primary lesson taught by Third World countries where housing problems are infinitely greater.

5.3 Standards and Materials

Again, the Third World has demonstrated that the application of appropriate space and construction standards is critical to the production of housing for the poor. We are not talking about fire and safety standards. The severity of the Canadian winter must be dealt with. But there are a variety of spacial arrangements which can be made to accommodate the varying circumstances of the poor. Centrally located rooming houses, near employment and services need to be protected from new development and gentrification. Rigid zoning bylaws should be modified to encourage a greater response to mixed housing needs within the community.

When new building projects are undertaken they should be designed to utilize local materials, and labour intensive construction methods, making it possible for the poor to engage in the construction process. Such a process does not rule out contract housing or the private sector. It merely encourages the design of such projects in such a way as to involve the poor in their own economic advancement. By so doing, as has

been learned in the Third World, the application of appropriate standards can greatly increase the involvement of the poor in the housing process whereby they are encouraged to use their own resources and thereby increase their economic stake in building and maintaining their own homes and communities.

5.4 Public Participation

It is a great shame in this country that elected governments are still so little prone to embrace the public at the community level, and take the public into their confidence when developmental plans are under consideration. One often sees evidence of a conspiracy between municipal governments and developers, supported by the professionals who work for both, against the best interests of the public. John Sewell, the former mayor of Toronto, writes a daily column for the Globe and Mail, in which he regularly reports on the connivance of municipal governments to exclude the public, whom they are supposed to serve, from any participation in decisions which affect their lives.

Out of necessity in many Third World countries, public participation has been structured into the development process. Any changes in land use, in infrastructure, in services and ammenities are discussed, often right on the street, with the people to be affected. Differences in point of view are compromised at public meetings, not behind closed doors, and with the direct participation of planners, architects and engineers who clearly understand that they are to serve the best interests of the public.

If we in Canada do not start to take this approach, communities will militate to take more of these matters into their own hands, inspite of government. Effective mechanisms for confrontation with hostile governments are now well understood by many action groups in Canadian society. But

democracy cannot work effectively in a hostile environment.

It seems interesting to me that in so many Third World countries where democratic traditions are so weak, public participation at the community level is now being practiced. This process is likely to have a profound effect on the process of government at all levels. It is a process which we may have to re-learn if our cities are ever again to reflect the social aspirations of our people.

6.0 THE UNIVERSITY

After considering the most effective agents for change in Canadian society I have concluded that the university should be that agency, through the interaction of sensitive faculties and students seeking to serve their society.

Fundamentally, however, the university must come to grip with the primary issues of the day:

- the need to conserve and preserve the environment
- the requirement to develop our resource base in harmony with the ecology, and to meet the needs of future generations
- the need to address critical social conditions which cause tension between rich and poor
- the need to face the growing problem of urbanization in relation to rural and regional disharmony
- the need to deal effectively with all developmental issues on an international basis, and finally
- the critical need to present life and its challenges, to the student as part of an organic whole process which is rooted in service to the community, not as just a means to personal fulfillment.

The university will not be able to meet these challenges unless it

develops new concepts in response to the needs of the future. The continuing trend to scientific specialization, narrow professionalism and the isolation of faculties and programs does not auger well for the institution. If our society is to move in new directions the university must:

- conceptualize a new form of environmental and human settlements development
- develop new learning systems which are relevant to this objective
- encourage a professional commitment on the part of faculty administration and students to these objectives
- be interventionist in the social and political process toward this end
- help society to establish priorities and criteria for more holistic development
- encourage society as a whole to participate in a total continuum of learning in order to further a more effective public participation in the process for change.

As must be most apparent, I take a very broad view of the urban planning process and the part that should be played by the university. My involvement in Third World programs is pragmatic and deals with problems on a scale unknown to most Canadians. Canada, its institutions and people can and must play a more effective role in both international and domestic programs of development. I sincerely hope that all the participants in the Canadian Urban Studies Conference, hosted by the University of Winnipeg, will feel that they have contributed toward helping us to appreciate the role that we can all play.

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THE INSTITUTE OF URBAN STUDIES

The Institute of Urban Studies (IUS) was created by the University of Winnipeg in 1969 at a time when the city's "urban university" perceived a need to address the problems and concerns of the inner city. From the outset, IUS was both an academic research centre and an innovative, action-oriented community resource. While the Institute has always been committed to examining urban development issues in a broad context, it has never lost sight of the demands of applied research aimed at practical, often novel, solutions to urban problems.

The Institute of Urban Studies is a multiple-function centre that undertakes to encourage, facilitate and engage in independent, multi-disciplinary research on urban or urban-related topics (including housing, community and neighbourhood development, urban policy and government, and social-demographic issues); to promote and engage in formal and informal education and community outreach programs (including an undergraduate urban studies majors program, workshops, conferences, seminars, etc.); and to conduct mission-oriented and applied research.

The Institute has an active publications program that includes a scholarly journal, a quarterly newsletter, major reports, research and working papers, monographs, and occasional publications.

The Institute is an institutional member of the following organizations: the Social Science Federation of Canada, the Canadian Urban Transit Association, the Urban Land Institute, the Urban Affairs Association, the International New Towns Association, the International Federation for Housing and Planning, the Association of Regional and Urban Planning Programs at Canadian Universities, the Canadian Council on Social Development, the Canadian Urban History Association, the International Downtown Executives Association, the Social Planning Council of Winnipeg, the Downtown Winnipeg Association, and several other local or regional bodies.

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